R E P O R T R E S U M E S

ED 020 540 CG 002 114

BASIC REQUIREMENTS FOR AN ADEQUATE PUPIL PERSONNEL PROGRAM.

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PUB DATE 10 APR 68

EDRS PRICE MF-$0.25 HC-$0.40 8P.

DESCRIPTORS- *STUDENT PERSONNEL PROGRAMS, *STUDENT PERSONNEL SERVICES, ORGANIZATION, ADMINISTRATIVE ORGANIZATION, STAFF UTILIZATION, GUIDANCE PROGRAMS, PROGRAM EVALUATION, *PROGRAM ADMINISTRATION,

THE PRINCIPAL CONCERN IN DEVELOPING THE BASIC REQUIREMENTS FOR A PUPIL PERSONNEL PROGRAM IS HOW THE PROGRAM SHOULD BE ORGANIZED TO PROVIDE EACH PUPIL WITH THE BEST QUALIFIED SERVICE, SO THAT THE PUPIL CAN MOBILIZE HIS STRENGTHS AND RESOURCES TO HIS GREATEST BENEFIT. ONE REQUIREMENT IS THAT ONE PERSON SHOULDER THE RESPONSIBILITY FOR THE GUIDANCE OF EACH CHILD, WITH THE REMAINING STAFF ACTING AS RESOURCES TO THE CHILD AND HIS COUNSELOR. THE OPERATIONAL UNIT, WHICH IS THE BASIC AND COMPLETE UNIT SERVING ONE OR MORE ATTENDANCE UNITS, SHOULD ASSESS, INTERPRET, AND IMPLEMENT INDIVIDUAL NEEDS. ALTHOUGH EACH OPERATIONAL UNIT SHOULD HAVE CERTAIN CORE SERVICES AND PROGRAMS, DIFFERENTIAL PUPIL PERSONNEL SERVICES WILL BE NECESSARY TO MEET THE NEEDS OF SELECTED CHILDREN. BASIC MINIMAL STAFFING OF OPERATIONAL UNITS SHOULD PROVIDE FOR CERTIFIED PERSONNEL REPRESENTING GUIDANCE AND COUNSELING, SCHOOL PSYCHOLOGY, SCHOOL SOCIAL WORK, AND HEALTH SERVICES, ASSISTED BY SUB-PROFESSIONAL PERSONNEL. OTHER REQUIREMENTS ARE THE NEED FOR LOCAL AND INTERMEDIATE OPERATIONAL UNITS, PROGRAM EVALUATION, AND CURRICULAR OPPORTUNITIES MEETING BASIC VOCATIONAL AND AVOCATIONAL NEEDS. FINALLY, THE STATE DEPARTMENTS OF EDUCATION MUST PROVIDE ACTIVE LEADERSHIP AND ESTABLISH REGIONAL COORDINATING SERVICE CENTERS. (CG)

ED020540

BASIC REQUIREMENTS FOR AN ADEQUATE PUPIL PERSONNEL PROGRAM

by

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April 10, 1968

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CG 002 114

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FOREWORD

The impact of scientific, technological, social and economic change on the American way of life necessitate a re-examination of the educational system. These changes modify established needs and create new needs to be met by the public school system. Instructional programs and supporting services must be developed to meet these needs.

The primary purposes of school district organization are to make possible: (1) the desired quality or excellence of the programs and services; (2) the efficiency of the organization for providing the programs and services; and, (3) the economy of operation, or the returns received for the tax dollar invested in education.

Pupil personnel services, including the broad areas of counseling and guidance, is one of the very necessary and important educational functions to be provided within a state plan for school district organization. The Federal Government has recognized the significance and importance of this field with the granting of extensive funds for the training of guidance personnel and for the providing of facilities and equipment for more adequate training programs in the colleges and universities of the nation. Dr. John L. Ferguson, Coordinator for Counseling and Personnel Services, University of Missouri, Columbia, Missouri, was invited to assess the pupil-personnel and guidance function in public education, and to suggest implications for the structure of education to provide adequate pupil personnel services for all boys and girls. This paper is his report to the Project, and to the four states.

The value of this paper rests upon its utilization by those with advisory and/or decision making responsibilities about the educational structure in each state. It represents a beginning point for further study and evaluation, and for establishing criteria upon which guidelines can be developed for effective and constructive school district organization.

Respectfully submitted,

Ralph D. Purdy, Director
Great Plains School District
Organization Project

April 10, 1968

Acknowledgments

The elements of this report are not new. They may be found throughout the literature in guidance and counseling, school psychology, school social work, health services, and so forth. It does, however, reflect the concern and thinking of a number of counselor educators and state directors of guidance both past and present as to what we are going to have to do if the pupil personnel program is to accomplish its goals.

The consultant group listed below met on two different occasions for two-day periods to discuss the problem and with additional periodic informal contacts. The principal concern was how should the program be organized, to have maximum assurance that each pupil will be provided the best qualified service, which will assist the pupil to mobilize his or her strengths and resources to his greatest benefit.

Consultants

Robert Callis, Dean, Extra Divisional Administration, Professor of Education (Counseling and Personnel Services) and former Director of the University Testing and Counseling Service, University of Missouri.

Charles G. Foster, Director of Guidance Services, Missouri State Department of Education.

George E. Mowrer, Professor of Education, University of Missouri (St. Louis) and formerly Director of Guidance for Missouri, and City Director of Guidance, St. Louis, Missouri.

Giles Smith, Director of Guidance, Iowa State Department of Education.

Frank Wellman, Professor of Education (Counseling and Personnel Services), University of Missouri, and former Specialist for Pupil Personnel Service, United States Office of Education.

Neils Wodder, Assistant Superintendent for Curriculum Development and Research, School District No. 66, Omaha, Nebraska, former Director of Guidance for Nebraska.

BASIC REQUIREMENTS
FOR AN ADEQUATE PUPIL PERSONNEL PROGRAM

American education is a dynamic institution. It attempts to incorporate into its philosophy and practice those concepts, programs, and activities which are most likely to facilitate the maximum development of each individual through education.

Pupil personnel service is one of those recent innovations, in the life space of education, which has been developed to assist in this facilitative process. The origins of these services reflect a variety of concerns for the child and his development. The influence of the mental hygiene movement, the assessment and study of individual differences, compulsory attendance laws, child study, school psychology, school social work, guidance, and health service are noteworthy in their concern for the learner. Schools have incorporated these services whenever possible. Their growth has not been uniform nor have they been particularly well coordinated in their services to the school.

The various specialties generally represented under pupil personnel services have grown in understanding, skills, and techniques in their particular area of specialization. They represent disciplines contributing to the education of the child. In that each contributes to the development of the child, they also share many common understandings, skills and techniques related to an understanding of the child, his uniqueness, and his potential for change.

An excellent bulletin dealing with the major pupil personnel services is the 1960 report of the Council of Chief State School Officers on the Responsibilities of the State Departments of Education for Pupil Personnel Services. This bulletin provides an overview of program objectives, functions, and responsibilities. This bulletin is called to the attention of the reader, not only because of its excellence and relevance, but also because this position paper accepts most of these statements for its foundations and to make recommendations for official programs.

In the deliberations of the consultative panel to this project, several elements seemed to stand out as basic requirements for an adequate pupil personnel program:

1. Basic Philosophy

   a. The school, its program, and personnel must be considered as a resource available to the child.

   b. The specific outcomes sought through these organized services is greater personal development and potential for self-realization.

   c. It is the responsibility of the school to see that each child can exercise his right to receive personal guidance and educational experience of the highest quality commensurate with his needs and abilities. The concept behind these points is to establish responsibilities and resources so each child will have increased probabilities for success. Stated in its most simple terms, and fully recognizing individual differences, the purpose is to assist our youth to become "winners" when they are able to select from a wide variety of opportunities those experiences which contribute most to their personal development.

2. Assigned Responsibility. The guidance of each child is the responsibility of some one person and not the generalized responsibility of all the educational staff. The purpose is to direct the responsibility. The remaining staff and programs become resources to the child and his counselor.

3. Pupil Personnel Administrator. A person trained in the broad areas of pupil personnel work with the authority and responsibility to develop and coordinate the work of one or more pupil personnel operational units. This person should be thought of as representing the "Office of" the chief administrative officer at all levels of administrative organizations. At the upper levels of administrative organization, he would serve a leadership and supervising function, whereas at the operational level one person would be responsible for the coordination of services. The intent is to provide for formal channels of authority and responsibility at all levels.

4. Operational Unit. This is the basic and complete unit serving one or more attendance units. It would have as its major functions the assessment, interpretation, and implementation of individual needs.

   a. Assessment - to develop an awareness of unique individual characteristics.

   b. Interpretation - to hypothesize the potential outcomes of possible interaction of the child's unique individual characteristics and various programs or services available to the child.

   c. Implementation - Placement into programs of highest individual promise (instructional levels, curricular programs, counseling, psychological service, social case work, special education, etc.)

   d. Evaluation - to evaluate the progress of the child and the program in which he has been placed or to reformulate hypothesis concerning more effective placement.

   It is assumed that to fulfill these functions the operational unit would have available at its command: guidance services; psychological services, including appraisal, treatment, consultation; social service, learning diagnosticians; health services; placement; attendance and such other supporting personnel (clerical and paraprofessional) as needed to meet the needs of the pupils served by the unit. The unit normally would not include instructional functions, i.e., special education, speech correction, etc., although they should be available.

5. Differential Pupil Personnel Service. While it is anticipated that each operational unit will have certain core services and programs, high concentrations of special services are needed to help selected children break out of the social and economic bonds inherent in the urban ghettos and isolated rural area. To meet these special needs, differential programs and staffing patterns will be necessary. Major changes can be expected when the area served has high unemployment rates, drop-outs, low family incomes, high delinquency, etc.

6. Staffing of Operational Units. Basic minimal staffing should provide for certified personnel representing guidance and counseling, school psychology, school social work, and health services. Recommended staff pupil ratios per operational unit.

Pupil Personnel Administration	1
Elementary School Counselor	1:600
Secondary School Counselor	1:300
School Psychologists	1:2000
School Social Work	1:2000
School Nurse	1:2000

It is recommended that maximum ratios not exceed 50 percent. These ratios assume that additional support programs or personnel are available - especially school physicians and health services and community or area agencies for additional psychological and social work referrals. They also assume that additional clerical and non-professional assistance is available and that the geographic area is not so large that unusual amounts of time is required for travel.

Special attention is now being given to the use of personnel referred to as sub-professional, paraprofessional, counselor assistant, psychometrist, etc., a counterpart of what some educators are referring to as teacher-aids for the classroom teacher. Under present conditions of increased demands for personnel, increased requirements for training in all educational specialties (current professional recommendations for counselors, psychologist and school social workers is at least a minimum of two years of graduate study and usually with some internship requirements) the ability to recruit fully certified personnel is diminished considerably. At the present time only a few studies have reported the selection and training of such personnel although it is widely recognized that many counselors and psychologists have trained their secretaries or assistants to provide a number of activities routine to their specialty.

It is the responsibility of the pupil personnel administrator to provide for adequate staffing and for their effective utilization. It is assumed that the administrator will wish to create such a blend or mix of specialists and assistants appropriate to meeting the objectives of the pupil personnel program.

7. Local and Intermediate Operational Units. An operational unit is defined as the smallest operating unit (team) with basic minimal staffing (see preceding section). It is quite possible that to attain a sufficient pupil population base that one unit will need to serve more than one administrative unit - possibly even one or more counties. This latter condition is a distinct possibility in the Great Plains area due to the low population density. It would appear that if a choice is available between reorganizing small districts (through consolidation) and the establishment of intermediate districts with overlapping administrative and taxing units, then the former is to be preferred especially for pupil personnel operating units. In other educational areas, particularity selected special education classes and programs in vocational education intermediate units (or area schools) may be the preferred organization.

In Missouri, the most populous state in the Great Plains Area, there are only about 15 per cent of the school districts enrolling as many as 2,000 pupils - the basic pupil population for a unit. The remaining 85 percent, approximately 410 districts, will need to reorganize or form intermediate units if they hope to be able to offer a minimum pupil personnel program. It is estimated that the 410 districts would need to be merged into about 135 districts if minimum pupil populations of 2,000

are to be achieved. There is little doubt that such reorganization would result in decreased per pupil costs to such an extent that the entire pupil personnel program and other consultants could be subsidized without increased taxes in the area.

In many rural areas it will be impossible to establish efficient operational units. In these cases special support will be necessary and extensive use made of mobile laboratories and traveling teams.

In large metropolitan areas some districts may be so large as to require multiple operational units. It is expected that the most effective units will be those designed to serve from 2,000 to 5,000 pupils and that when the pupil population exceeds this number, a loss in the coordination of services will result. In some pockets of extreme cultural deprivation units serving 500 pupils may be a maximum.

It should be recognized that the operational unit is not necessarily centralized. It is expected that some services and personnel will be housed in the attendance units, whereas other services or personnel will be centrally located.

8. Program Evaluation. Each program should be developed to meet specific local needs. The program should be "action orientated." The needs should be determined, the objectives stated, procedures outlined, and provisions made for the evaluation of outcomes. The program should be so formally organized that it is capable of review by the state department of education. It is recommended that the criteria for school classification include not only the qualifications of the personnel and pupil ratios but also on evaluation of the effectiveness of the program to meet the needs of the children served.

9. Role of the State Department of Education. The state departments of education will be required to provide a major leadership role in the development of these expanded pupil personnel programs. For the most part this will be on extension of their activities developed during the past two decades. Guidance in particular has made rapid growth during this period. Much of this can be attributed to federal leadership and support through vocational funds, the establishment of state directors of guidance, state leadership in the development of counselor certification standards and in state leadership in assisting local schools to develop adequate guidance programs. These leadership activities should be extended to cover the broader base of pupil personnel services including certification of all pupil personnel specialties.

The state departments of education should locate in their organizational structure an associate superintendent for pupil personnel services at the same level as the associate superintendent for curriculum and instruction and other major areas.

Organizational Structure

State Superintendent of Instruction			
Assoc. Supt for Curriculum and Instruction	Assoc. Supt. for Pupil Personnel Services	Assoc. Supt. for Research and Evaluation	Assoc. Supt. for Business Operations

In addition to leadership activities, the state department of education should establish regional coordinating service centers. The recommendation for these service centers comes as a result of the mobility of our population. With the possible exception of the major cities most youth move in and out of our school districts many times during the course of their schooling and in the urban and suburban areas, it is rare that a youth finds employment in that same area after completing his education. This situation, coupled with the fact that most guidance and placement programs tend to be rather provincial and restricted to current enrollees and consider placements only in their own districts suggests the need to assist the local programs to broaden their perspective and to utilize services outside their own district. The service provided by the district service center would be to the operating pupil personnel units and not directly to the pupils. Suggested activities:

a. Information concerning jobs and job training opportunities.

b. Liaison with state rehabilitation, employment service, community action, and OEO programs, etc.

c. Development of surveys of graduates and school leavers on a district basis.

d. Provide opportunities for cooperative services between local district programs.

Many of these services are now being provided on an incidential basis by the state departments. The intent is to formally organize these activities and assure their service. These centers should be located in the major population centers with service provided to schools in their general labor market area. It is expected that four to six of these centers would be needed in each of the Great Plains states.

10. Curricular Opportunities. Effective curricular and pupil personnel programs are interdependent. Neither program reaches its potential without the other. No recommendations are made concerning curricular offerings except for the full recognition of the need for enriched educational programs providing for basic, vocational, and avocational needs.

The ability to implement these suggestions is highly dependent on the availability of qualified personnel, especially pupil personnel administrators. It will be highly desirable that a few pilot program be supported as models for evaluating program effectiveness.